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UNFPA

UNITED NATIONS FUND FOR POPULATION ACTIVITIES

PROPOSED PROGRAMME AND PROJECTS

Recommendation by the Executive Director

Assistance to the Government of Burundi

Support for a comprehensive population programme

Proposed UNFPA assistance:	\$5 million, of which \$3 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to \$2 million will be provided by UNFPA. If and to the extent this is not the case, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1987
Executing agencies:	Government of Burundi United Nations Food and Agriculture Organization of the United Nations (FAO) United Nations Educational, Scientific and Cultural Organization (UNESCO)
Government co-ordinating agency:	Ministry of External Relations and Co-operation

## BURUNDI

Demographic facts

Population by sex		Population density (/sq. km.) .	170
Total (in 1000) .....	4,721	Average annual change	
Male (in 1000) .....	2,306	Population increase (in 1000)	144
Female (in 1000) .....	2,416	Births (in 1000) .....	232
Sex ratio (/100 females) .....	95.4	Deaths (in 1000) .....	88
Population in year 2000 (in 1000)	7,226	Net migration (in 1000) .....	0
Population by age group		Rate of annual change	
Age 0-14 (in 1000) .....	2,114	Population change total (%) .	2.84
Age 15-64 (in 1000) .....	2,450	Urban (%) .....	10.5
Age 65 + (in 1000) .....	157	Rural (%) .....	2.0
Age 0-14 (percentage) .....	44.8	Crude birth rate (/1000) ....	45.7
Age 15-64 (percentage) .....	51.9	Crude death rate (/1000) ....	17.4
Age 65 + (percentage) .....	303	Natural increase (/1000) ....	28.4
Age indicators		Net migration (/1000) .....	0.0
Median age .....	17.7	Fertility and mortality	
Dependency: age 0-14 .....	86.3	Total fertility rate .....	6.31
Dependency: age 65 + .....	6.4	Completed family size .....	N/A
Dependency: total .....	92.7	Gross reproduction rate .....	3.11
Youth: 15-24 (in 1000) .....	854	Net reproduction rate .....	2.24
Women: 15-49 (in 1000) .....	1,069	General fertility rate (/1000)	204
Urban-rural population		Child-woman ratio .....	N/A
Urban population (in 1000) ....	389	Infant mortality rate (/1000)	114
Rural population (in 1000) ....	4,333	Life expectancy: male .....	46.9
Per cent urban (%) .....	8.2	Life expectancy: female ....	50.2
Per cent rural (%) .....	91.8	Life expectancy: total .....	48.5
Agricultural population density		GNP per capita	
(/hectare of arable land) .....	3.33	(U.S. dollars, 1984) .....	220

Sources: Area and population density on arable land: derived from Food and Agriculture Organization of the United Nations, FAO Production Yearbook 1980; gross national product per capita: World Bank, World Development Report 1986; completed family size: Noreen Goldman and John Hobcraft, "Birth Histories", in Comparative Studies, No. 17, (International Statistical Institute: Voorburg), 1982; all other data: Population Division, United Nations Department of International Economic and Social Affairs, World Population Prospects, Estimates and Projections as Assessed in 1984 (United Nations publication, Sales No. E.86.XIII.3) - "population by sex" through "life expectancy: total" as of 1985-1990.

## I. SUMMARY

1. The United Nations Fund for Population Activities (UNFPA) proposes to support a comprehensive population programme in the amount of \$5 million over a five-year period, starting January 1987, to assist the Government of Burundi, a priority country for UNFPA assistance, to achieve its population and development objectives. Should resources not become available to UNFPA for the funding of the entire programme, UNFPA proposes to commit \$3 million from its regular resources. If UNFPA's funding situation permits, the balance of up to \$2 million will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources.

2. The proposed programme is based on the findings and recommendations of the 1986 programme development mission and envisages support for the following projects: (a) strengthening maternal and child health and family planning (MCH/FP) services; (b) introducing population education in the formal and non-formal education sectors; (c) establishing a population and development planning unit; (d) providing technical assistance to a centre for demographic studies for development; and (e) reinforcing multi-purpose training centres for women in order to increase their participation in the national development process.

3. This would be the second programme of assistance to Burundi. The first was approved by the Governing Council at its twenty-sixth session in June 1979 in the amount of \$5.1 million. This programme provided for (a) integration of family planning into the maternal and child health system and health education services, (b) collection and analysis of basic population data and (c) initiation of the Demographic Research and Training Centre.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, will be undertaken in accordance with the principles and objectives of the World Population Plan of Action, that is, population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)), respect for human life is basic to all human societies (para. 14 (e)) and all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

## II. BACKGROUND

5. Six main problems confront the Government when planning for social and economic development: (a) a population density of 189 persons per sq. km.; (b) a population growth rate of 2.7 per cent per annum; (c) its land-locked position; (d) a lack of natural resources; (e) an economy which is only partly monetarized; and (f) the fact that over 90 per cent of the population live in rural areas and depend almost entirely on agriculture. In its fourth national development plan, 1983-1987, the Government emphasized the importance of improving the living standards of the population and achieving self-reliance in food production through

an intensive programme of agricultural diversification and the creation of employment in the non-agricultural sector.

6. In 1983, the Central Committee of the ruling Party examined the demographic situation and concluded that rapid population growth would impede socio-economic development and jeopardize any efforts to increase productivity. While no comprehensive and integrated demographic policy has yet been articulated, the plan acknowledged socio-economic and demographic interrelationships, in particular the unfavourable ratio between land, population and resources. As a result, the Government wishes to take measures to control population growth through a combination of voluntary family planning, as an integral part of health programmes, population education including sex education and promoting the status of women.

7. The Government, aware of the importance of population issues in social and economic development, is considering the creation of a national population commission, whose main function would be to define the major thrusts of a national population policy, and a unit with responsibility for population planning and development, co-ordination of data collection and analysis and the conduct of demographic studies with the aim of integrating population factors in the formulation of plans and programmes.

### III. REVIEW OF PREVIOUS POPULATION ASSISTANCE

8. UNFPA's assistance to Burundi, dating back to the early 1970s, totalled \$4.3 million by the end of 1986. The first comprehensive population programme was based on the 1978 needs assessment mission and approved by the Governing Council in 1979 in the amount of \$5.1 million for the period 1979-1982. Expenditures up to the end of 1981 totalled \$1.6 million. Because of slow programme implementation and UNFPA's financial constraints at the time, the balance of \$3.5 million was reduced to \$2 million in accordance with the review and reassessment of the UNFPA programme, 1982-1985. Eventually, expenditures for 1982-1985 amounted to \$2.1 million, or slightly above the intended amount of \$2 million. Allocations in 1986, an interim year, amounted to \$0.6 million. UNFPA's assistance under the first country programme supported the following projects.

#### Maternal and child health and family planning

9. Extension of MCH/FP services. The aim of the project was to assist the Government to develop a network of integrated MCH/FP service delivery points throughout the country by training medical and paramedical staff, improving health education, renovating health centres and supplying equipment and contraceptives. Although approved in 1982, the project became operational only in 1984 when the political Party presented a statement addressing population issues and adoption of family planning as a means to lower the population growth rate. The integration of family planning into the health system was very slow at first as the health system was conceived for curative care. Technical competence of an inadequate number of personnel and lack of motivation proved to be additional impediments. Moreover, one third of the health system was within the private (generally religious) sector whose contribution to the family planning programme was uneven and generally not very supportive.

10. The project, however, has now gained momentum. UNFPA's assistance has enabled the Government to improve its delivery of family health services in the most remote rural areas of the country. Fifty health centres and maternity wards have been renovated, 200 paramedical staff have received training and the supervision at district level has improved through training of senior officers in management skills. In addition, health education has been extended to all parts of the country and the project has utilized a system to follow family planning acceptors and mothers for pre- and postnatal care which is now in use in all the health centres. In its initial phase the project was executed by the Free University of Brussels. As of the beginning of 1986, it is being executed by the Government with the technical assistance of an MCH/FP adviser. The overall budget allocated by UNFPA through 1986 amounts to \$1.13 million covering the cost of long- and short-term consultancies, overseas and local training, seminars, health education, renovation of health centres, supply of both audio-visual and medical equipment and contraceptives.

#### Information, education and communication

11. Seminar on the implications of rapid population growth. Through the Ministry of Women's Affairs as implementing agency, the Government organized a series of information seminars on the implications of rapid population growth on the socio-economic development of the country and the role of family planning. A national seminar was first held at Bujumbura in 1984, followed by 15 regional seminars at the district level in 1985 and 1986. The seminars helped to create awareness of population-related issues among women in general, and national administrators in particular. The seminars, for which \$30,000 was provided, recommended that population education be developed and that efforts to motivate women to accept family planning methods be intensified. As a result of these seminars a project in population and family life education for the out-of-school target group has been elaborated and submitted by the Government to UNFPA for consideration. It will be part of the second country programme.

#### Basic data collection and analysis

12. Population Census. The first population census in Burundi was conducted in 1979 with the technical and financial support of UNFPA. It was not an exhaustive census as the questionnaire was limited to 14 main questions. It helped the Government, however, to determine the most important demographic indicators necessary for development planning. One important fact revealed by the census was the high population density in certain provinces (300 per sq. km.). As a result, the Government took appropriate measures relating to the population's spatial distribution and internal migration to less populated regions was encouraged. UNFPA support to the population census amounted to \$1.4 million and covered cartographic and data-processing equipment, consultancy missions, fellowships, training, vehicles and publication of the census report. The project was executed by the United Nations.

13. Centre for Demographic Studies for Development. For further analysis of the 1979 census data, a population research and training centre was set up in 1980 with the technical assistance of the United Nations. In 1984, the Centre was changed

into a Centre for Demographic Studies for Development. During the first phase of the project, 1980-1983, the Centre conducted a number of activities which included comprehensive analysis of census data, control surveys to determine the causes of non-declaration of vital events, training seminars for registration officers and refresher courses for demographers. The project's second phase enabled the Centre to prepare population projections and establish a scientific base for population policy formulation. A research component was added to determine the interrelationship between population and the development process. Population projections at regional and district levels were also carried out for use in local government administrative planning. The overall assistance provided to this project by UNFPA amounted to \$770,000 through 1986 for a technical adviser, consultancies, equipment, fellowships, local training courses, study tours and the printing costs of reports.

14. Civil registration. This project aimed at improving the existing civil registration and vital statistics system by strengthening the organizational infrastructure, training registration personnel, reinforcing the system for distribution and collection of registration documents and elaborating a programme for processing and analysis of the data collected. The project enabled the Government to enact new civil registration legislation and also helped to redesign the country's administrative structure to make it more adaptable to civil registration needs. New registration forms have been designed and put into general use and personnel have been trained. All project activities were supported by a campaign to motivate the population to report vital events. However greater efforts are still needed in order to cover the whole country. It is estimated that only two thirds of the total number of births and one third of the total number of deaths are registered, thus depreciating the value of the civil registration system as an effective tool for population planning and the study of population dynamics. UNFPA's assistance amounted to \$527,000 for consultancy missions, fellowships, study and information visits, seminars and workshops, vehicles, equipment and printing of registration forms.

#### Other external assistance

15. Burundi has received development aid in the medical field from various multilateral and bilateral sources. The United States Agency for International Development (USAID) is (a) providing financial support for a demographic and health survey to be carried out with the technical assistance of Westinghouse; (b) supporting training conducted by the University of North Carolina's Programme for International Training in Health with assistance from Johns Hopkins University; (c) providing contraceptives and vaccines for the MCH/FP programme; and (d) financing the demographic models "Resources for the Awareness of Population Impacts on Development" (RAPID) I and II.

16. In terms of other bilateral assistance Belgium supports a strong health component which includes medical personnel and the provision of equipment. French assistance is mainly concentrated in the University Hospital Centre, the most important referral clinic in Burundi, and provides for the training of medical doctors and the supply of equipment and drugs. Algeria and China have provided

assistance for the construction of paramedical schools and the Union of Soviet Socialist Republics and Cuba have made available medical doctors, both general practitioners and specialists. The European Economic Community and the Governments of the Netherlands and Canada have financed integrated health projects at regional and district levels.

17. As part of the economic restructuring programme, a comprehensive population and public health project financed by the World Bank in the amount of \$10 million has been implemented since October 1985. The African Development Bank also participates in projects relating to construction and human resources. The World Health Organization (WHO) established a subregional office in Burundi in April 1986 for a team of nine professionals in MCH/FP, nutrition, laboratory techniques and medical statistics. The United Nations Children's Fund (UNICEF) appointed a representative to Burundi in mid-1986. Non-governmental organizations, mostly of a religious background, are supporting natural family planning methods. In 1986, UNFPA contributed to a national seminar focused on the integration of natural family planning methods in the national family planning programme.

#### IV. THE PROPOSED PROGRAMME 1987-1991

18. A programme and project formulation mission visited Burundi from 20 October to 7 November 1986 to assist the Government to elaborate a second country programme for 1987-1991 and to develop relevant project proposals. The aim of the overall programme is to help to translate the Government's priorities in population and development, as outlined above, into specific objectives, strategies and activities. The programme's underlying strategy is to strengthen the institutional and analytical capacities of various governmental and non-governmental institutions to integrate population components into the national development process. Special emphasis would also be given to the decentralization of the programme to the district level.

19. The five-year programme for which UNFPA proposes assistance in the amount of \$5 million has components in the following fields: MCH/FP; population information, education and communication (IEC); basic data collection and analysis; population policy formulation; and women in development. An outline of these projects is given below.

#### Maternal and child health and family planning

20. Strengthening of the maternal and child health and family planning services. During the next four years, the MCH/FP programme would enter a consolidation phase. The project would, therefore, aim to strengthen activities countrywide, with particular efforts focused on district and provincial levels to establish fully integrated MCH/FP services. The sub-directorate of MCH/FP and health education of the Ministry of Health would be assisted in establishing procedures and extending its responsibilities in the areas of co-ordination, implementation of training programmes and awareness-creation. A new building would be constructed for the MCH/FP department to improve the management and the co-ordination of activities at the central level. UNFPA assistance would provide technical

assistance for curriculum development and training and the supply of equipment and contraceptives. UNFPA would also assist in the renovation of health centres; implementation of a reinforced system of supervision and management; construction of a MCH/FP unit at the central level; a consultancy mission for the analysis of MCH/FP records; development of innovative health education; and provision of medical equipment and contraceptives. The project would be executed by the Government and the activities assisted by UNFPA are complementary to those supported by the World Bank and other donor agencies. Improved co-ordination of these activities under the leadership of the UNFPA Representative is envisaged. UNFPA proposes \$2 million in assistance.

#### Information, education and communication

21. In this area, two projects are proposed to integrate population education into the curriculum of the formal and the non-formal educational system. No project of this type has yet been developed in Burundi. It aims to create awareness of population issues and family welfare in support of the MCH/FP programme. If UNFPA's financial situation permits, UNFPA proposes a contribution of \$900,000 for the two projects described below.

22. Population education in the non-formal sector. This three-year project intends to launch a multi-sectoral programme on population and family life education, including family planning, through the existing network of community, educational and social welfare centres, particularly in the rural areas, which fall under the responsibility of the Ministry of Social Affairs. These centres are designed for young men and women who, for various reasons, do not continue their secondary school education. Training in communication skills and curriculum development would be arranged for social workers and the staff of the centres, educational materials would be developed and motivational seminars and campaigns would be held throughout the country. The project would be executed by FAO and UNICEF and UNFPA's assistance would amount to \$615,000 for consultancy missions, socio-cultural research and studies, fellowships and study tours, local seminars and workshops, vehicles, audio-visual equipment and educational materials.

23. Population education in the formal educational system. This two-year pilot project involving 10 selected schools aims to integrate population, family life and sex education, on an experimental basis, into the curriculum of upper primary and secondary classes and of vocational training schools. It intends to undertake research studies on the attitudes and knowledge of youth on population-related issues, family matters and sexual behaviour. It will also assist in the establishment of an information and resource centre which would be responsible for the production of teaching guides and students' manuals. In the context of the project, teachers and a core group of specialists would be trained. The project would be executed by UNESCO and would maintain close collaboration with the other IEC project described above. UNFPA's assistance would amount to \$285,000 to cover the cost of consultancy missions, research studies, overseas short-term fellowships, local training sessions, seminars and workshops, vehicles, audio-visual equipment and the production of audio-visual aids and teaching materials.



### Basic data collection and analysis

24. In this area, UNFPA proposes assistance in the amount of \$1.18 million for two projects: (a) the 1989 population and housing census and (b) extension of the ongoing project: Centre for Demographic Studies for Development (CEDED).

25. Population and housing census. UNFPA proposes to assist the Government to conduct the second decennial population census in August 1989. As the census is planned to be more exhaustive, the questionnaire would include the topics of housing, internal migration, fertility, and maternal morbidity and mortality. In addition, efforts would be made to ensure that the data obtained would provide information relating to women, particularly to their level of participation in the economic sector. UNFPA proposes financial support of \$520,000 for consultancy missions, fellowships, study tours, training, vehicles, data-processing equipment and printing of the census results and reports. The proposed census is estimated to cost around \$3 million. UNFPA is not to be committed to cover the needs beyond the \$520,000 which have been proposed. However, when all the information about the census programme is received, other sources of funding including multi-bilateral sources, will be explored on behalf of the Government. The United Nations would be the executing agency.

26. Technical assistance to the Centre for Demographic Studies for Development. The objective of the project is to continue reinforcing the Centre's capacity in the field of population data collection and analysis in view of the elaboration of a population policy and related action programme. It is expected that by 1992, the Government will be self-reliant in data collection and analysis with the help of regular technical backstopping by the regional advisers of the United Nations Economic Commission for Africa (ECA). The activities to be undertaken by the Centre during this five-year project include analysis of the migration survey conducted in October 1986; participation in a fertility and contraceptive prevalence survey to be undertaken with the technical assistance of Westinghouse and USAID; collaboration in the various socio-demographic research studies; and analysis to be carried out by the Population and Development Planning Unit. In addition, the Centre will collaborate in the preparation of the population and housing census scheduled in 1989, its implementation and the analysis of the census data. Furthermore, the Centre will organize training sessions in demography for officers working in civil registration office and will arrange courses in demography at the University of Bujumbura for students enrolled in the medical and social science sections. UNFPA proposes assistance in the amount of \$660,000 to this project to cover the costs of consultancy missions, in-country travels, fellowships, workshops, vehicles and equipment.

### Population policy formulation

27. Assistance for Population and Development Planning Unit. The overall objective of this project is to assist the Government better to formulate its population policy and to integrate population factors into development planning. To achieve this, the project would help to establish a population and development unit as well as a national population commission, composed of representatives of various economic and political sectors, to act as an advisory body to the

Government. Project activities would be closely collaborated with the Centre for Demographic Studies for Development in conducting the studies, one of which relates to the interactions between population dynamics and the development process. UNFPA proposes a total of \$540,000 for a five-year period to cover the cost of a long-term technical adviser, consultancy missions in data processing, overseas training, national awareness seminars on population and development, data processing equipment, vehicles and printing of reports. The United Nations would be the executing agency.

#### Women, population and development

28. Integration of women in population and development programmes. The programming mission reported that the Government is giving increased attention to the role and status of women. A separate Ministry for Women's Affairs has been established and is engaged in revising legislation considered detrimental to women. UNFPA proposes to support a project to strengthen the infrastructure administered by the Ministry at the district level. "Women's development centres" are meant to improve the condition of women and their families. Activities include population and family life education programmes; counselling on legal and family matters; and development of self-help and gainful economic activities. The project would assist the Government in renovating the centres; training centre staff in management and project development and implementation; production of educational materials (in relation with the other two IEC projects); and arranging training, educational and information sessions on project development for women. The project would be implemented on an experimental basis in two of the country's 15 districts with co-financing from a Canadian non-governmental organization, the Canadian Centre for International Studies and Co-operation, which, as executing agency, would also provide two volunteers as project advisers. UNFPA assistance would amount to \$180,000 to cover the cost of equipment, vehicles construction materials, a revolving fund to initiate self-help projects on a reimbursable agreement and publication of brochures on issues concerning women, including women's rights.

#### Monitoring and evaluation

29. Evaluation results, from both internal, self and possibly, independent evaluations, will be an essential aspect of the 1989 country review, made with UNFPA and Government participation. This country review mode will focus on the contribution of the individual projects in pursuit of the programme objective to help to translate the Government's priorities in population and development into specific objectives, strategies and activities.

30. Monitoring and evaluation plans will be included in all UNFPA-funded projects, in accordance with the revised 1986 UNFPA guidelines. As the Ministry of Health is responsible for collection of reliable and systematic information and the Population and Development Planning Unit has an essential role in evaluating and co-ordinating population activities, these organizations will be identified as having specific monitoring and evaluation responsibilities in these plans. Should an elaborate evaluation exercise be foreseen for any project, the monitoring and evaluation plan will specify the time, evaluators and emphasis for this exercise.

Financial summary

31. As indicated in paragraph 1, a programme of \$5 million is proposed, of which \$3 million will be committed from UNFPA's regular resources. With the exception of the population IEC projects, this commitment of \$3 million would cover all projects but at a lower level, as indicated in the table below. If UNFPA's funding situation permits, the balance of up to \$2 million will be provided by UNFPA. If and to the extent this is not possible, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources. The following table shows how the programme areas will accommodate these two levels of funding:

	<u>UNFPA regular resources</u>	<u>Other resources including multi- bilateral sources</u>	<u>Total</u>
	\$	\$	\$
Maternal and child health and family planning	1 490 000	510 000	2 000 000
Population information, education and communication	-	900 000	900 000
Data collection and analysis	1 020 000	160 000	1 180 000
Population policy formulation	310 000	230 000	540 000
Women, population and development	180 000	-	180 000
Unprogrammed reserve	-	200 000	200 000
<b>Total</b>	<u><u>3 000 000</u></u>	<u><u>2 000 000</u></u>	<u><u>5 000 000</u></u>

## V. RECOMMENDATION

32. The Executive Director recommends that the Governing Council:

(a) Approve the programme for Burundi in the amount of \$5 million for five years;

(b) Authorize the Executive Director to commit an amount of \$3 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to \$2 million from UNFPA regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Burundi and with the executing agencies.

